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BOOK REVIEWS

America and the Far Eastern Question. By THOMAS F. MILLARD.
(New York: Moffat, Yard and Company. 1909. Pp. xxiv, 576.)

"Since the publication in March, 1906 of *The New Far East*, says Mr. Millard in the preface to the present work, "I have again twice visited the regions included in the scope of the Far Eastern question, and have further observed and studied conditions there. The present work takes up the situation where my previous book quitted it."

Those who have read Mr. Millard's first book will take up the reading of the second with a sense of preparedness for the general anti-Japanese tone of the author. Mr. Millard attempts to forestall adverse comment by assuring us that the work is not "an anti-Japanese preachment" in the sense that a desire to injure Japan is among its objects."

The desire not to injure Japan takes the somewhat negative form of desiring merely to see Japan balked in those national aspirations which he believes "tend to cause international dissension and strife by impairing interests of other nations." Only let Japan not step on anybody's toes in pushing her commercial and political advantages in Manchuria, Korea and the Philippines and Mr. Millard would doubtless present the virtues of her citizens in as glowing terms as he has here pictured some of their faults. He admits that the Japanese have admirable traits of character, common to all peoples, but he does not spend time in making them known; it isn't necessary he thinks for "favorable aspects of Japan have been presented by a thousand writers and are kept before the world by an organized publicity with which no individual can compete."

Mr. Millard is apparently cynical with respect to human nature when it is brought into contact with statistics: he has shunned them in large measure and when compelled to make use of them has exercised his own judgment "in accepting or rejecting figures presented by governments and individuals." Statistics are often "prepared to sustain an hypothesis;" this perversion of the truth he regards as more prevalent in the East than elsewhere and as especially true of Japanese statistics

which relate to the economic and fiscal situation of the country. Hence the author "exercises his own judgment" in making his selections. This fact, combined with the generally unfavorable impression of Japan's course which book conveys, rather inclines the reader to agree with Mr. Millard's cynicism, and to suspect him of the weakness he attributes to others.

The gist of the Eastern question for the United States Mr. Millard sees in the fact that we have reached a turning point in our history and that we need new markets to prevent the arrest of our development; the logical place to find them is in an awakened Orient, teeming with millions only waiting to be educated up to the proper standard of needs. But we are in grave danger of losing our natural advantages through the machinations of the Japanese—or as some may prefer to think, through the use of their natural advantages. Japan's economic policy, her foreign relations, military and naval strength and fiscal situation are discussed to show that the evolution of modern industrial Japan has resulted in centralizing the great industries in the hands of the State itself or members of the royal family and government. The foreigner, attempting to carry on business in Japan, Manchuria and Korea, finds himself in competition with a Japanese government monopoly which uses the steamship and railroad lines against him; he is discriminated against in a great variety of ways which Mr. Millard presents in detail, all going to show that the Japanese are employing unfair and unlawful methods to secure control of the commerce of the East.

Korea and Manchuria, but particularly the latter, are chosen as the chief field for the author's display of Japanese aggressiveness. The "open door" is presented to us as a nullity by reason of the railroad and steamship subsidies, discriminations in import and taxes and preferential treatment of Japanese.

The policy of the Japanese Government has been to strengthen its hold in every possible way upon Manchuria and the railroads have played a conspicuous part in its efforts. Russia is regarded as favoring the same policy in northern Manchuria that Japan does in the southern part of the peninsular, so that for the present they are more likely to act together as against China's rightful assumption of control than to renew their struggle in arms.

In reformed and awakened China Mr. Millard believes that the United States has a profound interest both because of the possibility of gaining new markets and of losing the old, and therefore the need for sympathetic treatment of China that the development may go on under our supervision.

The work closes with a discussion of the Philippines which will be neither a "burden" or a "problem" in the author's judgment if Congress will enact intelligent and fair laws. Increased military forces and the establishment of a great naval base are needed, we are told, if the United States would be prepared to hold the Philippines against a Japanese attack.

E. G. ELLIOTT.

Our Foreign Service. By FREDERICK VAN DYNE. (Rochester: The Lawyers Coöperative Company. 1909. Pp. 284.)

This "A-B-C of American Diplomacy" was manifestly prepared for the man with an ambition to enter our foreign service. For him the book will be of exceptional interest. Nowhere else, indeed, will he find so ample a general description of the present-day organization and work of the department of state and its two allied services. Works relating to the same subject, or rather to portions of the field here covered—*The History of the Department of State*, Jones' *Consular Service*, and numerous books concerning the diplomatic branch, such as Foster's *Century of American Diplomacy*—are in the first place chiefly historical, and in the second are written with the primary interest in the principles involved, or in the results accomplished: Mr. Van Dyne's little treatise deals almost exclusively with the present, and its interest lies in the officer who acts.

The first chapter gives a concise account of the general matters which fall within the sphere of the department of state proper, and the various duties of the Washington officers and bureaus. The larger space devoted to the diplomatic service in chapter ii, gives an opportunity for the discussion of the method of appointment, the privileges, immunities, salaries and qualifications as well as of the aims and duties of diplomats; but too little attention is paid throughout to the subordinate officers, who alone are apt to enjoy a true career in the service. The third chapter, on the consular service, is the best portion of the book and offers a comprehensive and intimate view of the condition of the service and of the work which its various members are called upon to perform.

The remainder of *Our Foreign Service* is of varying merit. The chapter on citizenship should not have been added, since it is an exposition of substantive law without such direct reference to the duties of administrative officers in connection therewith as to be in agreement with the com-